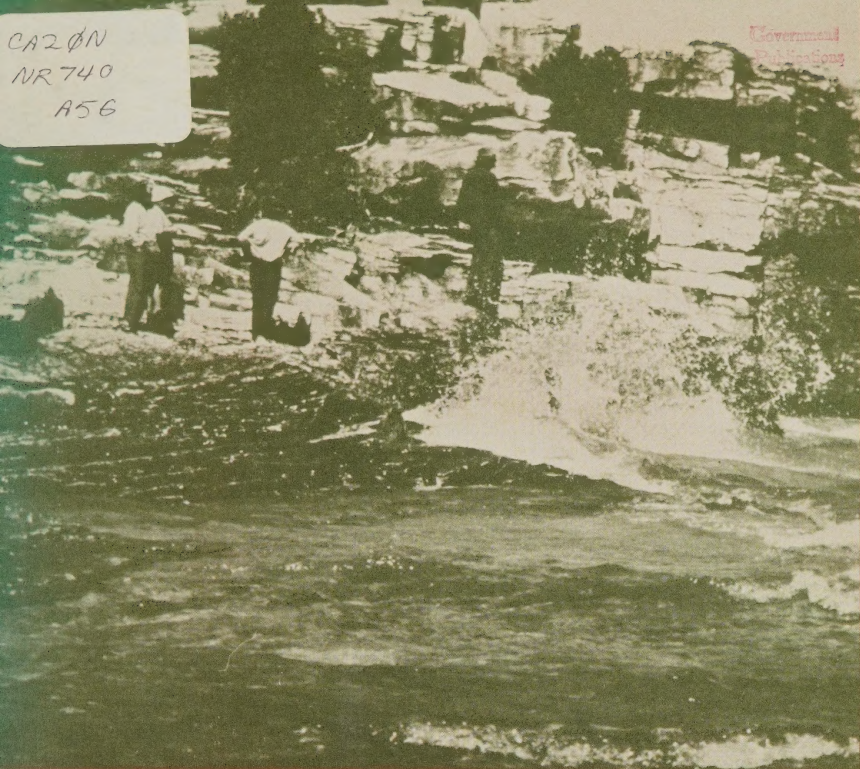


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Publications



The Ontario
Provincial Parks
Council

1976

Second Annual
Report

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the Minister of Natural Resources
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The Game and Fish Act
The Game and Fish Act

APPENDIX 1

MOTIONS, RESOLUTIONS AND LETTERS TO
THE MINISTER
Algonquin Park

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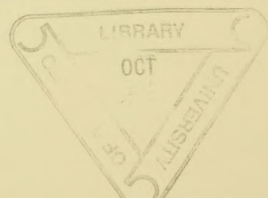
The Ontario
Provincial Parks
Council

Second Annual
Report



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Chairman's Letter to the Minister

March, 1977

Dear Mr. Minister:

I attach the second Annual Report of the Provincial Parks Council for the period ended December 31, 1976.

The report summarizes the results of our deliberations on the draft of a much needed park policy. It also summarizes our considerations on the relationship between the public and the private sector in providing parks and recreational space and recommends a revenue policy.

The results of our continuing discussions and recommendations regarding the implementation of the Algonquin Park Master Plan are recorded.

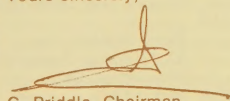
During the year a number of provincial park visitors suggested various means of helping the problem of 'rowdy' behaviour in the parks. We have examined these recommendations and the results are included in this report.

Public hearings were held in Toronto, Kapuskasing, Tobermory, Cyprus Lake Provincial Park and in Kingston. A summary of how these hearings were conducted and the results considered is discussed. A list of all the individuals and organizations who made presentations is included.

The annual report concludes with a tentative agenda and a suggested list of concerns that your Provincial Parks Council could examine in this current year.

The Council looks forward to advising you on park matters in 1977.

Yours sincerely,



G. Priddle, Chairman.

Acknowledgements

The Council is indebted to a great many people and organizations for making its work possible. Council takes this opportunity to thank the Minister of Natural Resources for providing support to the Council, and for showing a continuing interest in it. The personnel of the Division of Parks of the Ministry were, and continue to be invaluable, not only in Toronto, but also in the places Council visited in 1976: Kapuskasing, the Bruce Peninsula, and Kingston. Staff in the parks visited: Remi Lake, Sauble Falls, Cyprus Lake, Fathom Five, Outlet Beach, Sandbanks and Adolphustown, provided excellent support.

In the Toronto office the Executive Director, Jim Keenan and his successor, Lloyd Eckel, were of great help. Ron Vrancart, the Director of Planning, Russ Tilt our coordinator and his successor Don Hallman, must be singled out for special mention. In Waterloo, Jean Fraser continued in her role as 'supersecretary'. The Parks Council thanks the many individuals and organizations that came forward to express their views through correspondence, phone calls or in a public forum. The many issues, points of view and suggestions that were received by these means aided Council considerably.



The Provincial Parks Council
(Established under Section 6 of the Provincial
Parks Act)

Terms of Reference

1 To advise the Minister of Natural Resources in respect to the policy (Planning, Management and Development) of the Provincial Parks System in relation to changing public needs;

2 to monitor and make recommendations on the implementation of the Algonquin Park Master Plan and such other park master plans as may be referred to it by the Minister;

3 to report to the Minister on such matters as he may refer to the Council;

4 in addition to such other reports the Council may make, it shall submit an Annual Report to the Minister;

5 the Council may with the approval of the Minister engage the advice and assistance of specialists or consultants;

6 the Council shall hold public meetings to receive briefs, at least annually, and at such other times as the Minister may direct.

Terms of Council

1 The Council shall consist of not more than twenty members appointed for one, two or three year terms and eligible for reappointment;

2 the Chairman and Vice-Chairman shall be designated by the Minister;

3 the Chairman and Members shall be paid a per diem allowance and expenses consistent with Government policy.

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The Year's Program

The Honourable Leo Bernier requested the Parks Council on February 4, 1976 to consider the following matters:

1. A Provincial Parks Policy Statement
2. The Relationship Between Provincial Parks and the Private Sector.
3. Rowdiness in Provincial Parks.
4. A Revenue Policy for Provincial Parks.
5. A Mineral Resources Policy for Provincial Parks.

Council met at the Leslie M. Frost Natural Resources Centre in Dorset on February 5 and 6. A purpose of this meeting was to discuss, amend and edit a draft of the Council's first Annual Report. Staff from the M.N.R. made a progress report on the implementation of the Algonquin Park Master Plan. The General Manager of the Algonquin Forestry Authority gave a report on the work of his agency. Council discussed and passed two motions suggesting changes in proposed Algonquin Park regulations for 1976/77.

The Council and the Board of Directors of the Algonquin Forestry Authority inspected the cutting operations of the Weldwood Company in Algonquin Park.

On April 21, 22 and 23 Council reconvened in Toronto. A presentation by the Ministry of Natural Resources on the proposals for Waterways and the Ministry of Culture and Recreation on Historical Provincial Parks were considered and acted upon. Discussion took place on the role and interrelationship of various government agencies involved in the provision of park space in the Province. The issue was raised as a result of a discussion by Council on the proposal to expand St. Lawrence Islands National Park.

Council asked of the Ministry, received and discussed information on budgetary cutbacks within the Division of Parks.

The issues of park policy, the role of the private sector, (privatization), revenue and mining were introduced to Council. Mr. Bernier spoke to Council at this meeting and agreed to meet with Council two or three times a year. April 23 was devoted to a public meeting.

The third meeting of the year was held in Kapuskasing. Council discussed the park policy draft document. Three documents on revenue generation and privatization were tabled and discussed. A sub-committee was established to consider both topics. The committee consisted of John Lewis, (Chairman) and Fred Gray. The report of the sub-committee, as approved by Council, is included in this annual report under the headings "Park Revenue Generation" and "Parks and the Private Sector".



Staff from the Ministry of Culture and Recreation made a presentation on Historical Parks. The Spruce Falls Power and Paper Company operations were inspected along the Missinaibi River. A boat trip was taken along a length of the river. The Remi Lake Provincial Park and Remi Lake Ski facility were visited by Council. A public meeting was held in Kapuskasing.

Council met in Owen Sound for the beginning of its fourth meeting on July 8, 1976. A presentation on the Bruce Peninsula was made by M.N.R. and Conservation Authority personnel from that district.

There was discussion and action taken on two matters: 1. on the legal framework within which provincial parks are dealt with, and 2. the progress of park master planning in the province. There was further deliberation on Park Policy. A field trip was taken to Carson's Campground and Sauble Falls Provincial Park in Sauble Beach. The Wiarton Yacht Basin and the Blue Water Park were visited on the town of Wiarton's waterfront. After visiting the Rankin Wildlife Reserve on the Bruce Peninsula the Council reconvened in Tobermory. Following a tour of the land base for Fathom Five Underwater Park, a meeting was held with concerned citizens in the St. Edmund's Township Hall. A public meeting was held in the outdoor amphitheatre in Cyprus Lake Provincial Park.

The Council inspected North Beach Park, Outlet Beach, Sandbanks, Lake of the Mountain Provincial Park, and Adolphustown, a park managed by the St. Lawrence Parks Commission, and then convened in Kingston for meetings that extended from October 13 — 15. A presentation was made to Council at that time by J. Christakos, of Parks Canada.

Speeches that had been presented to the Conservation Authorities in Chatham by the Treasurer of the province, the Honourable Darcy McKeough and the Honourable Leo Bernier were considered.

Park Policy deliberations continued. The implications of the Blair Commission on Taxation were reviewed. Revenue and privatization was discussed at length. Twelve presentations were made to Council at the public meeting held in Kingston.

The final meeting of 1976 was held in Toronto, December 2, 3 and 4. After a discussion and motion on the continuing issue of an appropriate legal framework for parks, staff from the M.N.R. in Sault Ste. Marie made a presentation on the master planning for Lake Superior Provincial Park.

After consideration was given to the briefs that had been received in Kingston, further study was given to the question of rowdism, particularly in light of public submission as received by Council that dealt with the issue. Half a day was devoted at the Toronto meetings to a discussion of Nature Reserves. A Nature Reserve sub-committee of Council was established to consider the matter. The sub-committee consists of: Clive Goodwin, (Chairman), Robin Fraser, Tom Thompson, and George Priddle.

Personnel from the Division of Mines and the Divisions of Parks made presentations relevant to the issue of mining in parks. Professor A. G. McLellan from the University of Waterloo and Professor John Marsh of Trent University also talked to the issue.

Several matters relating to Algonquin Park were discussed and acted upon as a result of a request by the Minister, in points that had been raised by several public briefs, and in the Armson report on forest management practices in the province.

Summary Statements

Algonquin Park

- 1 The size of parties in the interior should be limited to nine persons.
- 2 The Granting to non-profit organizations of special rates and the use of some interior campsites by groups larger than nine persons should be considered.
- 3 Outboard motors should be limited to 6 h.p. in 1976 and banned in 1977. (This controversial subject is under continuing review by Council).
- 4 The bear control program should be fully implemented.
- 5 A closer monitoring of the Master Plan implementation is needed.
- 6 Snowmobiling should be allowed along the Hydro right-of-way in Clyde township.

Parks Policy

- 7 The Parks Council strongly endorses the adoption of the park policy draft.
- 8 Under the proposed park policy, parks like Superior and Algonquin are abnormalities within the system. Council feels that there should be a definite commitment to prevent such anomalies from developing in the future.
- 9 Not enough land is being recommended for wilderness designation in the policy.
- 10 Although some types of forest management could be allowed in wilderness areas and zones, no commercial logging should be allowed.
- 11 There is a need for a clearer definition of the respective roles of the private and public sectors in the providing of parkland.
- 12 A stronger statement is needed of the role in providing a Canadian sense of identity and interregional understanding.
- 13 Camping should be considered in relation to the type of park and its role defined more clearly in the policy.
- 14 The policy statement should consider:
 - i) fees and revenue
 - ii) the impact of parks on local economies

Park Revenue Generation

- 15 Provincial Park users should continue to pay a 'fair portion' of actual park operation and maintenance costs. This 'fair portion' should be based on what it would cost to develop, maintain and manage the campgrounds within the parks. In this way the government would not be subsidizing accommodation and the private sector would not have 'unfair' competition in the provision of campground space.
- 16 The 'fair portion' is estimated to be 60% of the total operation and maintenance for the entire park system.
- 17 Park revenues should come from fees charged for daily vehicle permits, annual vehicle permits, bus permits, camper permits and ancillary services. Revenues should also come from concession operations in parks.

18 Where the Division of Parks provides capital intensive recreation facilities (e.g. vehicle camping areas, power boating facilities, golf courses, downhill skiing), the rates should reflect the costs of operation and maintenance and these should be closely comparable to privately operated facilities.

19 Fee structures should be reviewed annually. Changes should be announced by December 1st of the year preceding the implementation of changes.

20 There should be a five year forecast of associated operation and maintenance costs and projected revenues from any new or expanded park facilities.

21 A variety of pilot projects pertaining to revenue generation should be initiated throughout the park system. For example reservation systems and differential rate structures should be considered.

22 Concession facilities, where deemed necessary, should be of high and uniform quality. Concessionaires should operate on a lease. The lease should generate enough revenue to cover the amortized cost of the facility and a return on investment equal to that which might be gained by such a service outside of the parks.

23 Fees should be collected during the 'off-season', possibly by the honour system.

24 Revenues gained from publications should continue to be turned over to the consolidated revenue account.

Parks and the Private Sector

25 The Ministry of National Resources should work closely with the Ministry of Industry and Tourism in developing a policy statement clarifying the roles of the public and the private sector in the provision of recreational space and services.

26 The Ministry of Natural Resources should consider establishing a public-private sector review and coordinating committee to facilitate cooperation between the provincial parks, the private sector, and the various levels of government concerned with the provision of outdoor recreation facilities and services in Ontario.

27 The Ministry of National Resources should establish a Park Extension Unit to liaise with regional park authorities and provide advisory services to individuals, firms, municipalities, organizations, and agencies for parks and recreation facility development.

28 More private land should be made available for public recreation by means of monetary incentives and/or development control.

29 Landowners should be encouraged to make their land available for recreation through agreements provided under such legislation as: the Woodland Improvement Act, the Conservation Authorities Act and the Fish and Game Act.

30 To overcome confusion on the part of private landowners over the various assistance programmes, Council recommends either the consolidation of the various Acts or the transfer of the responsibility for the Provisions in the various Acts to one administering agency.

31 Consideration should be given to the development of new guidelines for highway signs, including standards which would achieve some consistency of appearance between those used by the public and private sectors.

Park Behaviour

32 Park Regulations *must* be enforced!

33 Park personnel should be made familiar with their powers and required to apply their powers to enforce regulations.

34 A clear statement of Park regulations should be given to everyone entering a park.

35 Park patrols in campgrounds should be on foot or cycle with 'walkie-talkie' communication to the police.

36 Park offices in heavily used and troublesome areas, should be kept open all night.

37 Campers should be required to check their garbage out of parks.

38 The use of radios, T.V.'s and stereos should be prohibited during quiet hours.

39 The use of trail bikes, electric generators and chain saws should be prohibited in other than designated locations.

40 Local agencies or residents should be contracted to maintain and/or patrol property the government has purchased or designated for park use but has not yet developed.

41 In campground design, there is a need to consider road layout and camper density to reduce conflict amongst campers.

42 Campgrounds must be designed so that access to them is easily controlled.

43 The Park Office should be located near campgrounds.

44 Campgrounds should be designed so that people with small tents do not have to camp on large developed and gravelled sites.

45 Campgrounds should be designed so that people with light equipment can camp in a relatively primitive site. This might involve 'walk-in' campsites.

Waterway Provincial Parks

46 High priority should be given to the identification and protection of critical natural waterways.

47 The proposed waterways policy should be tested by applying it to the Missinaibi River.

Historical Parks

48 Council is very concerned about the future administrative, financial and operational arrangements for Historical Parks now that the responsibility for planning these parks has been divided between the Ministry of Natural Resources and the Ministry of Culture and Recreation.

49 Council endorses steps being taken to realize the concept of Historical Parks.

The Legal Question

50 Council recommended that the Canadian Environmental Law Association be funded to review and recommend how parks and wilderness areas should be dealt with in terms of their legal framework.

Park Master Planning

51 The Ministry was requested to indicate what procedures were being followed to prevent significant ecological damage occurring in those parks without master plans.

52 The Ministry was asked to identify any parks where master planning is incomplete.

53 Council requested to be brought up to date on the progress of master planning in Lake Superior Provincial Park.

54 The Council strongly recommended that a preliminary master plan for Lake Superior Provincial Park be developed by February 15, 1977.

The Future of Parks

55 Council expressed considerable concern about the future financial prospects for the Division of Parks.

Algonquin Park

The Council continued to consider matters relevant to the management of Algonquin Park and the implementation of the master plan for the park.

A number of actions were taken. It was recommended that the size of parties travelling in the interior of the park be restricted to nine and that groups not be allowed to travel or to camp in groups exceeding nine. It was resolved that the Ministry should undertake a more detailed examination of the use of the Park by non-profit organizations, in order to determine if such groups should receive preferential fee considerations. Another objective would be to determine if organized groups of more than twelve should be allowed to camp on designated routes with larger campsites. The question of the banning of outboard motors in most of the park has been a difficult one in spite of the fact that Council recommended a 6 h.p. limit on the lakes for 1976 and endorsed the ban on motors, except in designated lakes, for 1977-78. This matter is still under consideration by Council.

Total implementation of the bear program was recommended. Concern was expressed about the type of monitoring being done on the implementation of the master plan and whether it would in fact allow for the necessary evaluation of the master plan implementation.

The Minister asked Council to consider the matter of allowing snowmobiling to continue along the Hydro line right-of-way service road in Clyde Township. After a report by the park superintendent, and a presentation by the Haliburton Trailmobile Association Snowmobile Club, it was agreed by Council that snowmobiling should be allowed to continue along the right-of-way subject to review in 1979.



Parks Policy

A primary matter considered by the Parks Council was an overall park policy for the Provincial Park System. In the spring of 1976 the Parks Planning Branch submitted to Council a document entitled "A Provincial Parks Policy for Ontario — Preliminary Draft". At their meeting in Owen Sound in July, Council discussed the document at length. Two questionnaires were developed for Council, one by the staff of the Parks Planning Branch and one by the Chairman, to solicit detailed responses to the policy statement. The draft policy document had developed out of the Park Classification System which Council had considered in 1975. The document is organized into seven major sections.

Section one and two introduce the park concept and the historical development of Ontario's Provincial Parks. The third section addresses the challenge of planning for parks in the rapidly changing Ontario environment. Section four details the goal and objectives of the park system while the fifth introduces the classification and zoning approach which has been designed to achieve the stated policy goals and objectives. Targets for future park requirements are outlined in section six. Council was asked to agree or disagree with eighty statements or ideas in the policy. *Definite endorsement* resulted with literally all of the document being approved by a significant majority of Council. After further deliberations Council reached the following conclusions pertaining to the draft policy statement:

- 1 It is recognized that Lake Superior Park and Algonquin Park would be abnormalities in the park system if this policy, as it is now drafted, were adopted. Council feels that there should be a definite commitment to prevent any more of these anomalies from developing within the park system.
- 2 Although Council endorsed the need for wilderness areas and zones as outlined in the policy document, it was felt that not enough land was being recommended for wilderness designation.
- 3 Commercial logging should not be allowed in wilderness areas and zones. Some type of forest management could be allowed.
- 4 There is a need for clearer definition of the relationship between public and private parks and the recognition of an effective role for the private sector in the provision and development of recreational opportunities in Ontario.
- 5 There is a need for a stronger statement based on the notion that the Ontario Provincial Parks are an important medium for promoting a Canadian sense of identity and interregional understanding.

At the meeting of Council in Kingston, the discussion on Park Policy continued. A motion was passed by Council that suggested a change in wording of the policy with regard to the basic goal of the parks system. At present the document reads: "The goal of the Provincial Park System is: To provide a variety of outdoor recreation opportunities, and to conserve provincially significant natural, cultural, and recreational environments, in a system of Provincial Parks". The motion proposed that the document read: "The goal of the Provincial Parks System is: to provide and conserve provincially significant natural, cultural, and recreational environments, in a system of Provincial Parks". It was felt by Council that 'camping' should be looked at in relationship to the type of park and defined more clearly in the document. It was suggested that there was nothing in the document to state the policy's position on:

- i) Fees and Revenue
- ii) How the impact of park development on local economies and municipalities would be accommodated

At the final meeting of the year Council endorsed the draft policy by passing the following resolution:

Resolution:

The Provincial Parks Council emphasizes the need for a park policy for Ontario to guide the development of the Provincial Parks System. Council called for the implementation of such a policy a year ago and identified park policy as its first priority for 1976.

Council has reviewed in detail and endorses the park classification scheme which is a vital element of the proposed Provincial Parks Policy. Council has reviewed in detail the proposed provincial parks policy and endorses the policy as an important statement which not only defines the goal and objectives for the provincial parks system, but also outlines the means whereby such objectives can be achieved.

The Council recommends that the policy document be made available to the public as soon as it has been approved. It is not felt that further extensive revision is necessary as the principles in the document have already been publicly reviewed.

Council recommends that the Minister of Natural Resources take immediate steps to obtain government approval of the proposed provincial parks policy and, thereafter, to implement the provincial parks policy through the adoption of appropriate planning and management guidelines and the development of implementation strategies and programs.

Moved — C. Goodwin

2nd — M. Wilkinson

Agreed — Unanimously

Background

The Minister of Natural Resources requested that the Parks Council review the general question of revenue generation, as related to Ontario Provincial Parks, and advise him on a policy which might be adopted by the Division of Parks within the Ministry. In response to the request, Council reviewed background papers prepared by Ministry staff and by individual Council members. Furthermore, Council discussed the topic on several occasions and entertained briefs presented during public meetings around the Province.

Analysis of Present Policy

For many years it has been the policy of the Government of Ontario that provincial park users should pay a fair proportion of actual park operation and maintenance costs. The term "fair proportion" has never been defined, but when fees were last raised in 1972, the ratio of revenue to direct park operating and maintenance costs was restored to over 60%.

Provincial Park revenues have traditionally been based on daily vehicle permits, annual vehicle permits, bus permits, camper permits and concession revenues. In 1975 these revenues amounted to \$4,969,000 while direct park operation and maintenance costs amounted to \$12,555,000. Thus in 1975/76 park users contributed only 40% of actual costs and at the 1975 fee level, the percentage will drop to 38% in 1976/77.

There are several other sources of revenue originating from provincial parks. Policy varies depending on the source. For example, it has been the policy in the past to supply fuelwood free of charge in all provincial parks. In other words, it has been the policy to include the cost of fuelwood in the camper permit fee. However, recently both the cost of providing fuelwood and, in some cases, the shortage of a supply of wood itself has become a problem for the Division of Parks.

In the case of concessions within provincial parks and amenities such as hot and cold water showers, hydro or water hookups at campsites, the policy is not clear. One could assume that revenues would meet any costs associated with these ventures, but this is not presently stated policy.

Finally, it is the policy at this time to take the revenues generated from the sale of publications along with park fee revenue and turn it over to the provincial government's consolidated revenue account.

One point of concern expressed by members of Council during their discussions, as well as in briefs presented at public hearings, is the need for the Division of Parks to consider the private sector in establishing its fee structure so the two are comparable. In addition it has been suggested that this consideration extend to announcing the fee structure for provincial parks by December 1st of the year preceding the year of implementation so as to serve notice to the private sector.

Recommendations

1 The provincial government, through numerous program initiatives, considers recreation services and the provision of open space for the public as an important priority. As with other forms of public services, general tax dollars should be directed at supporting the establishment and development of provincial parks and recreation opportunities within these parks, throughout Ontario. In addition, past policy of the Government of Ontario has been that provincial park users pay a fair portion of park operation and maintenance costs. In keeping with this, Council recommends that provincial parks users should continue to pay a fair portion of actual park operation and maintenance costs. This 'fair portion' should be based on the following philosophy and formulation. The provision of park space is an 'essential service' as are health and education. This does not mean however, that the Government should be in the business of subsidizing leisure time accommodation. Therefore the fee structure for parks should be based on the theoretical cost of developing, maintaining and managing the campgrounds within our provincial parks. If fees structures were determined in this manner, the government would not be subsidizing camp accommodation and the private sector would not be competing in the campground business, against what is considered 'unfair' competition. This fair portion should be defined as park revenues, on a province wide basis, and should amount to at least 60% of total operation and maintenance costs for the entire Provincial Parks System.

2 Park revenues should originate from fees charged for daily vehicle permits, annual vehicle permits, bus permits, camper permits and ancillary services. Within provincial parks, revenue should also originate from concession operations.

3 Where the Division of Parks plans for and provides capital intensive recreation opportunities within Provincial Parks, such as vehicle camping areas, powered boating facilities, golf courses, and downhill skiing, that are essentially in competition with similar opportunities provided by the private sector, the user fees for these activities should reflect the cost of operating and maintaining these specific activity facilities and, at the same time, be equal to or closely comparable with similar privately operated facilities outside of provincial park boundaries. In this way the public will not be asked to subsidize specialized forms of recreation activities within provincial parks that are not fully compatible with provincial parks objectives and secondly, the private sector will be encouraged to provide more in the way of intensive forms of recreation opportunities for the citizens of Ontario.

4 The Division of Parks should review its fee structure on an annual basis and if changes are required, these should be made and announced to the public by December 1st of the year preceding the year of implementation.

5 In preparing future capital cost estimates for new Provincial Parks or Provincial Park expansion projects, the Division of Parks should be required to prepare a five-year forecast of associated operation and maintenance costs and projected revenues. This should assist the Division in its annual review of revenues and costs.

6 The Division of Parks should initiate a variety of pilot projects pertaining to revenue generation throughout the Provincial Park System. Examples of pilot projects that should be considered include assignment of operation and maintenance costs associated with provincial parks; detailing operation and maintenance costs associated with campgrounds located within Provincial Parks; establishment of reservation systems requiring cash in advance; and using different rate structures for different days of the week.

7 Where concession facilities are deemed necessary, they should be developed in provincial parks by the Division of Parks so as to achieve uniform high standards of quality for all parks in the provincial system. Wherever possible a concessionaire should operate the facility on a lease basis. The objective of the lease should be to generate revenues for the Division of Parks sufficient to cover the amortized cost of the facility and a return to the Division of Parks investment equal to that which might be gained from the development of such a service outside of the park.

8 Ancillary service provided by the Ministry, such as fuelwood, showers, hydro, and water hook-ups should in each case generate sufficient revenue to cover the cost of providing the service.

9 In order that Provincial Park campgrounds do not compete unfairly with similar areas and facilities in the private sector, attempts should be made to collect fees during the off-season, possibly using the honour system. This is particularly applicable to Provincial Park campgrounds located close to competing private sector facilities.

10 As with other forms of Provincial Park revenues, any revenues gained from the sale of publications should continue to be turned over to the provincial government's consolidated revenue account since this is the general policy for all forms of revenue gained by the province.

Parks and the Private Sector

Introduction

The Parks Advisory Council has on numerous occasions, since its inception in December 1974, discussed the question of the roles and relationships of provincial parks with other private and public agencies in Ontario. In addition to discussions within Council on this topic, briefs have been presented to Council outlining viewpoints on the role and relationships of the public and private sector. Finally, site visits to both provincial Parks and privately operated campground facilities have assisted Council during its deliberation on the general topic of the roles and relationships between Provincial Parks and the private sector.

Issues

The demand for outdoor recreation on public and private lands continues to increase at a time when many social programs are competing for limited public funds, and when taxpayers are resisting increases in public spending. Clearly, the government will not be able to meet the growing demand for outdoor recreation opportunities. The result is that the private sector will, of necessity, become more involved in the provision of outdoor recreation. It remains to be determined what future role should be assumed by the private sector in this regard.

Various cooperative arrangements currently exist between the public and private sectors in the provision or development of outdoor arrangements take the form of advisory services, grants, loans and agreements. Questions exist, however, as to the value and success of such arrangements, agency responsibility for such agreements, and coordination of the various programs.

Another issue related to the public and private sector at the present time is the competition between provincial parks and private areas on matters of fee charging policies, tax assessments, levels of service, standard requirements and the relatively high fixed costs for land acquisition and development.

Since government agencies cannot meet the growing demand for the variety of outdoor recreation opportunities there will be an increasing need for more private land to be made available for public recreational use. For example, a great deal of low intensity recreation could be provided for on private land adjacent to centres of population. However, the problems of liability, damage and low economic return are such that the average landowner is not willing to consider this use of his land without some kind of incentive.

Numerous sections in a wide variety of Acts administered by different Ministries relate to the provision of recreation services by the public and private sector. This complexity has resulted in considerable confusion on the part of private landowners and operators who wish to take advantage of the various forms of assistance provided. Finally, there is the issue of a disparity between the rights enjoyed by the public and private sector with regard to advertising such a highway signage in Ontario.

Recommended Solutions

1 The Ministry of Natural Resources should prepare a policy statement on its role in providing recreation services vis-à-vis the private sector and other public agencies. In this regard the Ministry of Natural Resources should work closely with the Ministry of Industry and Tourism to clarify the respective roles of each sector, keeping in mind that the Ministry of Industry and Tourism is speaking for the private sector rather than providing the service directly. In addition an attempt should be made to clarify the roles of the public and private sectors across the province so that they are more uniform, thereby reducing both the areas with supply deficiencies and the areas with unnecessary duplication of facilities.

2 The Ministry of Natural Resources should consider establishing a public-private sector review and coordinating committee to facilitate cooperation between the Provincial Parks, the private sector, and the various levels of government concerned with the provision of outdoor recreation facilities and services in Ontario, e.g. the Conservation Authorities, the Provincial Parks, the municipalities and the private sector. This committee might coordinate the various cooperative arrangements that exist between the public and private sectors.

3 In order to minimize the competition that exists between the public and private sectors the Ministry of Natural Resources should establish a Park Extension Unit to liaise with regional park authorities and provide advisory services to individuals, firms, municipalities, organizations, and agencies for parks and recreation facility development. The Park Extension Unit might consider the following kinds of cooperative arrangements:

- a) private operation, on a concession basis, of some facilities and services in Provincial Parks;
- b) leasing and development of some public lands by the private sector;
- c) property tax incentives for private landowners providing outdoor recreation opportunities;
- d) long term loans to the private sector at reasonable interest rates;
- e) establishment of Provincial Park fee structures that are comparable to those of the private sector;
- f) standardization of regulations pertaining to service and facility development and maintenance for both the public and private sector;



- g) provision of professional and technical advisory services for planning methodologies, financial feasibility, development standards, park management techniques, and activity programming.

4 In order that more private land be made available for public recreational use it is recommended that a monetary incentive be developed to acquire easements and/or development control to provide facilities and services. Also, landowners should be encouraged to make their lands available for recreation through agreements provided under such existing legislation as the Woodlands Improvement Act, the Conservation Authorities Act, and the Fish and Game Act.

5 An information booklet listing government departments responsible for administering the various Acts, regulations and assistance programs that are of interest to landowners and operators of recreation facilities in Ontario should be prepared and distributed to the private sector.

6 In order to overcome the problem of confusion on the part of private landowners as it relates to legislation, regulations and assistance programs, it is recommended that there should be consolidation and/or transfer of the Provisions in the various Acts to one administering agency.

For example, the licensing of private campgrounds, which is administered by the Ministry of Industry and Tourism, might be transferred to the Ministry of Natural Resources.

7 In order to overcome the disparity between the rights enjoyed by the public and private sectors with regard to highway signage, it is recommended that the present situation should be reviewed. Consideration should be given to the development of new guidelines for highway signage that would establish some consistency of appearance between the public and the private sector.

Park Behaviour

During the last two years Council has continued to express to the Ministry its very real concern about social misconduct or what has come to be known as 'Rowdyism' in the parks. Last year Council passed a resolution that stated: *Park Regulations must be enforced be it by whatever means. We realize the initial cost is high, but such monies are really an investment that will be returned by the reduction of vandalism and damage to government and personal property.*

The Parks Council continued to receive many submissions from a public anxious about social misconduct in the Parks. Many of these submissions offered positive recommendations to help rectify the problem. All these recommendations were re-shaped in a questionnaire for Council's consideration. Council now recommends that the following proposals be attempted on a pilot basis in those parks which seem to offer the best prospects of success. These ideas can really be considered under two headings, park regulations and campground design.

1 Park Regulations

- a) Park Personnel should be trained, made familiar with their powers and required to apply their powers to enforce Regulations.
- b) A clear and concise statement of Park Regulations should be given to every camper upon entering the park. This statement would be an integral part of the registration form and hence would act as a contract.
- c) Park patrols should be on foot or cycle with 'walkie-talkie' communication to the police.
- d) A camper should be able to lodge an official complaint by simply stopping an official on patrol.
- e) The park office should be manned all night.
- f) Campers should be required to check their garbage out of every park, especially large parks like Quetico.
- g) The following equipment should be banned during quiet hours: radios, T.V.'s and stereos.
- h) Trail bikes, electric generators, and chain saws should be banned in other than designated locations.
- i) On land that the government has bought or designated for park purposes but has not yet developed, local agencies or residents should be contracted to maintain the area. Particularly sensitive areas should be patrolled by local agencies or residents.

2 Campground Design

- a) There is a need to consider in campground design or redesign, road layout and camper density to reduce conflict amongst campers.
- b) There is a need to design campgrounds in such a way that access to them can be easily controlled. In Sandbanks and Sauble Falls Provincial Parks for example, the campground is easily accessible from the highway, some distance from official entrances.
- c) The Park Office should be close to the actual campsites.
- d) There is a need to design campsites so that people with small tents do not have to camp on large developed and gravelled sites.
- e) There is a need to design campsites so that people with 'light' equipment can camp in a relatively primitive site if they so desire. This could involve 'walk-in' campsites for example.

Mining

The Council has not completed its deliberations on this issue. Mining policy for parks in British Columbia and Alberta have been considered. A presentation was made to Council by personnel from both the Division of Mines and the Division of Parks of the Ministry. Professor A. G. McLellan, of the University of Waterloo, spoke to Council about land reclamation and Professor John Marsh, Trent University, spoke on the history of mining and mining policy in National Parks. Recommendations relevant to the issue of Mining in parks will be forthcoming in 1977.

Public Hearings

Council held public hearings in Toronto, Kapuskasing, Tobermory, Cyprus Lake Provincial Park and Kingston. These hearings were well advertised and attended. Submissions took the form of personal letters, written briefs, audiovisual presentations, phone calls, conversations and discussions. Everyone attending the public meetings had an opportunity to speak. Council adopted a policy of not debating the contents of a brief during the public hearing. Questions that were asked of the delegates were strictly for the purpose of clarification. Council members were instructed to give individual consideration to each presentation and then each brief was discussed in detail subsequent to its presentation. After discussion any member of the Council could suggest comments that he or she felt should go forward to the Minister. In some cases resolutions were put forward and voted upon. The presentations were sent to the Minister with Council's comments and resolutions. A copy of what the Minister received was sent to the presenter of the brief. These briefs have a significant impact on Council's overall deliberations. Further, these public hearings are a significant part of its function. Anyone wishing to know the response to a specific presentation should write or phone the Council office. The following is a list of people and organizations making submissions to Council during 1976:

- 1 Lois James
- 2 Allister Stewart
- 3 Haliburton County Economic Development Commission — R.J. Bishop
- 4 Canadian Environmental Law Association — John Swaigen
- 5 Hidden Lake Cottage Owners' Association
- 6 Algonquin Wildlands League — Irene Klein
- 7 Prospectors and Developers Association — R. Campbell
- 8 P. Mateyko
- 9 B. Brown
- 10 Ontario Forestry Association — B. Laughlin
- 11 L. Schroeder
- 12 Blackstone Harbour — G. Purdon, Wm. Lee
- 13 Canadian Motorcycle Association — C. Bastedo
- 14 Save Etobicoke's Lakefront — R. Maben
- 15 Dawson Trail Association — M.S. Bennett
- 16 Quetico Wilderness Outfitters
- 17 Sierra Club
- 18 D.L. Pettit
- 19 E. Roberts
- 20 W. G. Minifie
- 21 W. Campbell
- 22 1000 Islands Motorcycle Club — Norman Hart
- 23 Haliburton County Economic Development Commission — G. Heywood
- 24 D. Gauthier
- 25 Quinte Association, R. M. Lower, J. S. Ellis
- 26 Highlands of Hastings — M. McMurray
- 27 Town of Wasaga Beach — D. Batfield, W. Borthwick
- 28 J. McGaw
- 29 J. Medd
- 30 St. Lawrence Islands National Park Advisory Committee — C.F. McInnis
- 31 Kingston Rod and Gun Club — B. Barrett
- 32 D. Geiger
- 33 J. Sampson

The Future

The Minister has charged the Council with addressing the following:

- 1 As necessary, complete any deliberations on topics provided to Council for 1976.
- 2 Relationship between provincial parks and tourism, and the related matter of non-resident use of parks.
 - investigation of the role of provincial parks related to tourism.
 - future relationship of parks to tourism — to what extent should the parks system be oriented toward fostering tourism.
 - consideration of the situation concerning non-resident use of parks, policy recommendations regarding such use.
- 3 Financing of park programs.
 - investigation and recommendations regarding alternative methods of financing park programs and the implementation of such alternatives (e.g. bond issues).
- 4 Education and visitor services programs in provincial parks.
 - investigation and recommendations regarding policy in providing instrumental staff and facilities in provincial parks for:
 - i) education programs
 - ii) recreation programs.

The Council will continue to consider:

- 1 *Park Policy* — Council will follow with considerable interest the evolution and implementation of the effective park policy for the province.
- 2 *Park Planning and Legislation* — Out of Council's discussions again arose, as it did in 1975, the need for Council to consider the park master planning process. Intimately tied to this question, is the matter of the official and legal status of a park's plan after the master planning process has been completed.
- 3 Monitoring the implementation of the Algonquin Park Master Plan.
- 4 *'Rowdyism'* — Consideration of the magnitude of and possible solutions to the problem.
- 5 *Nature Reserves* — Council has formed a sub-committee on the matter of Nature Reserves and will continue to consider the matter in 1977.
- 6 *Ministerial Response* — Council will look forward with interest to the Ministry's response to its recommendations.

The Council will continue to have Public Hearings.

Council's Meetings for 1977 have been scheduled as follows:

- Toronto — February 3, 4, 5*
- Niagara — May 5, 6, 7*
- Sault Ste. Marie — June 2, 3, 4*
- Wasaga — July 14, 15, 16*
- Quetico — September 29, 30, October 1*
- Pembroke — November 17, 18, 19*

* Public Hearings

All of which is respectfully submitted.



G. B. Priddle, Chairman



APPENDIX I

ALGONQUIN PARK

Motions, Resolutions and Letters to the Minister

(1) That commencing with the 1976 season, interior party size be restricted to nine and groups not be allowed to travel or camp in groups exceeding nine.

Moved — M. Wilkinson

2nd — R. Howard

Carried — Unanimously

(2) That the Ministry undertake a more detailed examination of the use of Algonquin Park by non-profit organizations in order to establish the feasibility of the following alternatives:

(a) preferential fees over the 12 month period

(b) designated routes with larger campsites for use by organized groups

(c) regulations for organized groups, e.g. licensing either for trip leaders for the organization; campsites designed for use by particular groups; the limitation of such groups to particular routes where campsites are provided for larger parties.

Moved — K. Ball

2nd — M. Wilkinson

Carried — Unanimously

(3) In regard to the use of the outboard motors in the Park:

(a) As the Minister has approved the use of motors on the interior lakes in 1976, that a size limit of 6 horsepower be imposed.

(b) That the ban on outboard motors set out in the Master Plan be imposed starting with the 1977-78 season (the vote was 9 — 6 for the last resolution).

(4) The bear control program be completely implemented. Council is concerned that the kind of monitoring being done will not allow effective evaluation of the Master Plan with regard to bear control.

(5) The snowmobile route along the Hydro line right-of-way service road in Clyde Township be allowed to continue subject to review in 1979.

Moved — R. Fraser

2nd — J. Lewis

Carried — 14 for, 1 against



Classification of Waterway Provincial Parks Motion

That the Minister give a high priority to:

- 1 The identification of critical natural provincial waterways.
- 2 Legislative protection to such waterways from developments such as bridges, highways, hydro electric dams, logging, mining and railways.
- 3 The testing of the Provincial Waterways draft document by applying its concepts to a specific situation such as the Missinaibi.

Moved — R. Howard

2nd — V. Nordin

Carried — 17 for

Abstention — 1

Historical Parks Classification

Council supports the Historical Park class in the Parks Classification System but is very concerned with the financial and operational arrangements for Historic Parks because of the dual role therein of the Ministry of Natural Resources and Ministry of Culture and Recreation. This might be detrimental to the future development and operation of Historical Parks.

Council endorsed the concept of a class of Historical Parks as outlined in the Historical Parks 'green' book, 'A Topical Approach to Ontario History' and other related documents.

Legislative Framework for Parks

Preamble to the Motions

a) In the opinion of Council, the legal framework in which parks and wilderness areas are dealt with is important, especially in view of the proposed parks policy and parks classification system and Council wishes to make recommendations thereon.

b) In order to effectively make recommendations, Council requires research into the methods and procedures used in other parts of Canada and other countries and the advice of specialists in the field.

c) Under its terms of reference, Council may, with approval of the Minister, engage the advice and assistance of specialists or consultants.

d) The budget allocated to Council is not sufficient to fund such a report:

Motion: (1)

Be it moved that the Minister be requested to approve and provide the necessary funding for Council to retain the Canadian Environmental Law Association to undertake the necessary research and prepare a report for submission to the Council for a fee inclusive of all disbursements and an amount not to exceed \$10,000. That subject to the Minister's approval under the above the Chairman be and is hereby authorized to execute on behalf of Council a contract with the Canadian Environmental Law Association in regard to the aforesaid in form and content satisfactory to the Chairman.

Moved — R. Fraser

2nd — G. Killan

Carried — Unanimously

Further Motion upon receipt of the Minister's reply to Motion (1).

Motion: (2)

Whereas Council by resolution requested the Minister to approve Council retaining the Canadian Environmental Law Association to provide research on a legal framework for the proposed parks policy and parks classification and zoning system including information from other jurisdictions and to fund such research up to \$10,000;

and whereas in response the Minister stated firstly, that he did not think the proposed study was essential in guiding the recommendation of Council in this regard and secondly, that he noted Council's recommendation in its Annual Report that the Provincial Parks Act be re-written to allow the establishment of parks boundaries and zones and he would be responding at a future date;

and whereas Council remains of the opinion that the early development of such legal framework is necessary and that the suggested research is important in connection therewith:

Be it resolved that:

1 Council requests the Minister to make an early decision on Council's recommendation in the Annual Report.

2 If such recommendation is rejected that the Minister reconsider his refusal to approve and fund the requested research.

Moved — R. Fraser

2nd — H. Tibbetts

Carried — Unanimously

Parks Master Planning Motions

(1) Whereas delays in the process of park master planning are inevitable because of budgetary restraints;

and whereas certain management policies such as timber harvesting or extensive development could unwittingly alter significantly or destroy elements of a park's resource base or rare or significant ecosystems in the absence of a master plan;

be it resolved that the Ministry be requested to indicate what procedures are being used to assure that significant damage as outlined above does not occur, and to identify any parks where master planning is incomplete and where present management policies could pose a potential problem of this character.

Moved — C. Goodwin

2nd — R. Fraser

Carried — Unanimously

(2) It was moved that the Parks Advisory Council be brought up to date by the Minister of the progress of master planning for Lake Superior Provincial Park.

Moved — J. Lewis

2nd — N. Rouse

Carried — Unanimously

(3) In view of the Ministry of Natural Resources' presentation to the Parks Advisory Council on Lake Superior Provincial Park, the Council strongly recommends to the Minister that a Lake Superior Provincial Park preliminary Master Plan be developed by February 15, 1977. This is consistent with the date the Division of Parks has been committed to in its published schedule of proposed completed Master Plans for existing provincial parks in the province.

Moved — J. Lewis

2nd — G. Killan

Carried — 14

Abstentions — 2

The Future of Parks

There was considerable discussion at the meeting held at Kingston of the speeches by the Honourable D'arcy McKeough and the Honourable Leo Bernier to the Conservation Authority at Chatham, Ontario in 1976, copies of which were distributed to Council.

Motion:

The Chairman approach the Minister of Natural Resources and the Treasurer of Ontario to clarify the disturbing issues raised in the two speeches.

Moved — M. Wilkinson

2nd — C. Goodwin

Carried — Unanimously

Text of communication to the Minister by the Chairman on behalf of Council.

November 12, 1976

Several Council members have expressed to me a very real concern about the future financial prospects for your Division of Parks. Everyone is aware of the need for financial constraint.

However many of us are wondering in light of Mr. McKeough's speech in Chatham, and your own, just what the implications are for the Provincial Parks Budget.

Would it be possible and desirable for us to meet and discuss this matter before the next meeting of the Parks Council that will take place December 2, 3 and 4.

Provincial Park Campground Policy

The Press reported Mr. Bernier on December 9, 1976 as saying that Government involvement in camping in Provincial Parks would be phased out.

The Chairman sent a Telex to the Minister expressing the concern of Council in light of the fact that Council had been charged with and was currently considering, 'Revenue' and

'Privatization', two matters closely related to the issue of camping in parks. The Minister assured Council that he considered Council's continued deliberations on this matter of significance.

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